

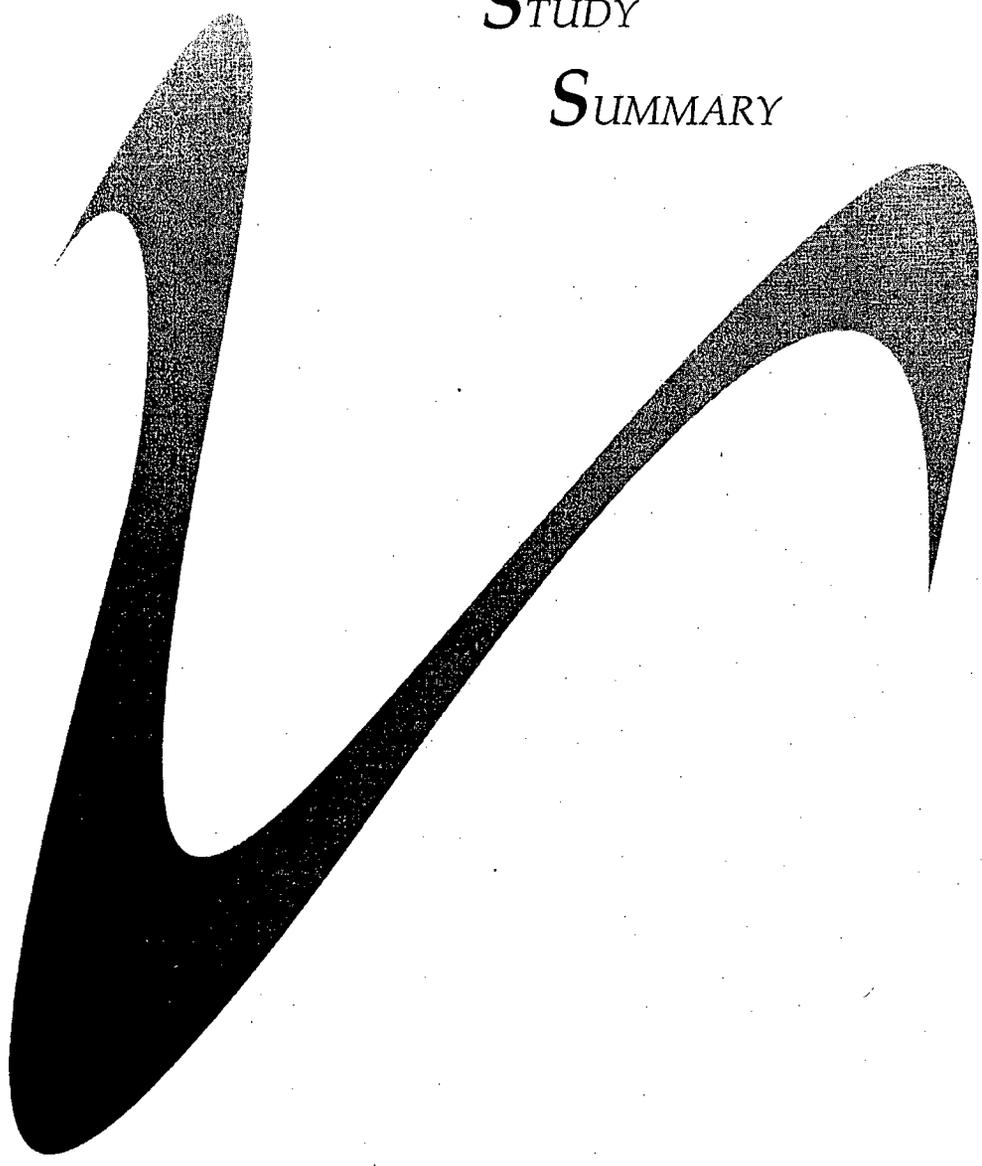
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GLASS  
CEILING  
STUDY  
SUMMARY



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# Glass Ceiling Study

## *Summary*

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# Background

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In March 1991 the Director of Central Intelligence approved a recommendation by SIS women that the CIA conduct a study to determine if career advancement barriers exist for Agency professional employees, particularly women and minorities. Such artificial barriers based on attitudinal or organizational bias that prevent minorities and women from advancing into middle- and upper-level positions are commonly called a "glass ceiling."

The CIA contracted with Professional Resources, Inc. and Hubbard and Revo-Cohen, Inc. to conduct the study. The Office of Personnel and the Office of Information Resources provided quantitative analyses of Agency demographic data. The Office of Medical Services provided technical advice and support throughout the study, and the Office of Equal Employment Opportunity managed the project under the guidance of the Deputy Director for Planning and Coordination.

## Methodology

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### Quantitative Data

Agency researchers used statistical techniques to analyze Agency demographics and thereby supplied the *quantitative* data used in this study including information on white, black, Hispanic, Asian Pacific American, and Native American employees in grades GS-07 to SIS. They also examined the top power levels to determine whether individuals at these levels have common characteristics that lead to success.

### Qualitative Data

The contractors collected perceptual (*qualitative* data) from samples of employees from the gender and racial/ethnic groups studied. A survey questionnaire was sent to a stratified sample of professional Headquarters employees ranging from GS-07 to SIS—1,818 surveys were sent and 927 returned. The contractors also gathered perceptions and opinions from 432 employees through the *focus group* method. And they conducted *in-depth interviews* with  SIS officers and the top 11 Agency executives.

## **General Conclusion: Is There a Glass Ceiling?**

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Demographic data show that glass ceilings do in fact exist for the gender and racial/ethnic groups studied. As a point of comparison, men peak at GS-13, but remain fairly constant through GS-15, before dropping at SIS-1.

- Women are concentrated in lower grades than men (figure 1, page 6). The distribution of women peaks at GS-12 and then drops, slowly to GS-13 and rapidly after that.
- Blacks, Asian Pacific Americans, Hispanics, and Native Americans are concentrated in lower grade levels than whites (figure 2, page 7). Whites—men and women combined—peak at GS-13, while other racial/ethnic groups peak at GS-12. The concentration of blacks, however, remains fairly constant from GS-9 to GS-12, while the concentration of Asian Pacific Americans remains high through GS-13 before dropping off.

An examination of other factors gives further evidence of glass ceilings. Although women constitute nearly 40 percent of the professional work force, they hold only 10 percent of the SIS positions. Similarly, minorities constitute about 10 percent of the professional work force but only 4 percent of the SIS positions. In addition, women hold only slightly more than 6 percent of both the Office Director and Deputy Office Director positions, and minorities constitute roughly 6 percent of the Office Director positions and less than 3 percent of the Deputy Office Director positions.

Data for 1990 show that, for new hires with a bachelor's degree, men and women of age 21 or 22 start at the same grade. As they get older, however, men start at a higher grade than women, and this difference widens as the age of the new entrant increases. Analysis of grade assigned at EOD in FY 1990 did not show statistically significant differences by race, although whites were assigned higher grades in 1980. Furthermore, statistical analysis that accounts for starting grade indicates that promotion rates during the period 1985-90 were higher for men than for women and for whites in comparison with nonwhites.

**Figure 1. Grade Distribution of Professionals by Gender—  
FY 1980 and FY 1991**

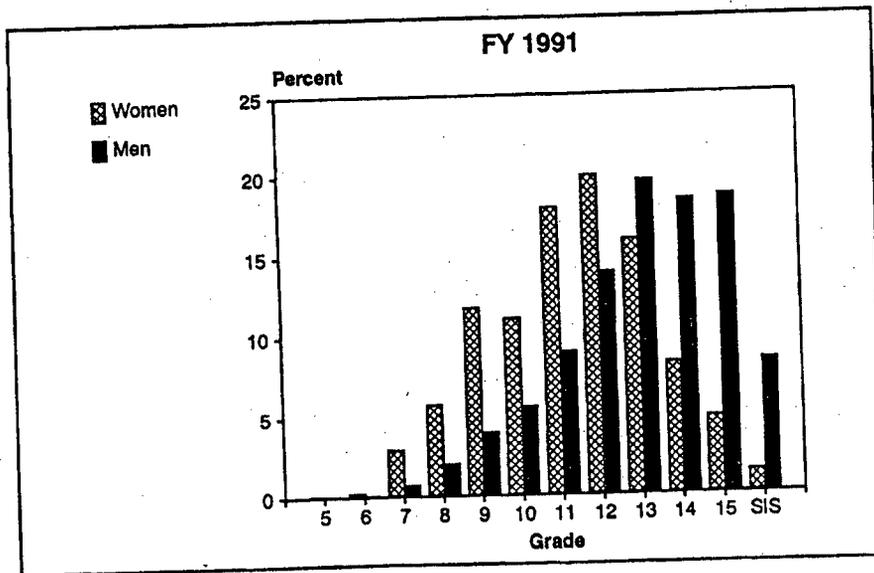
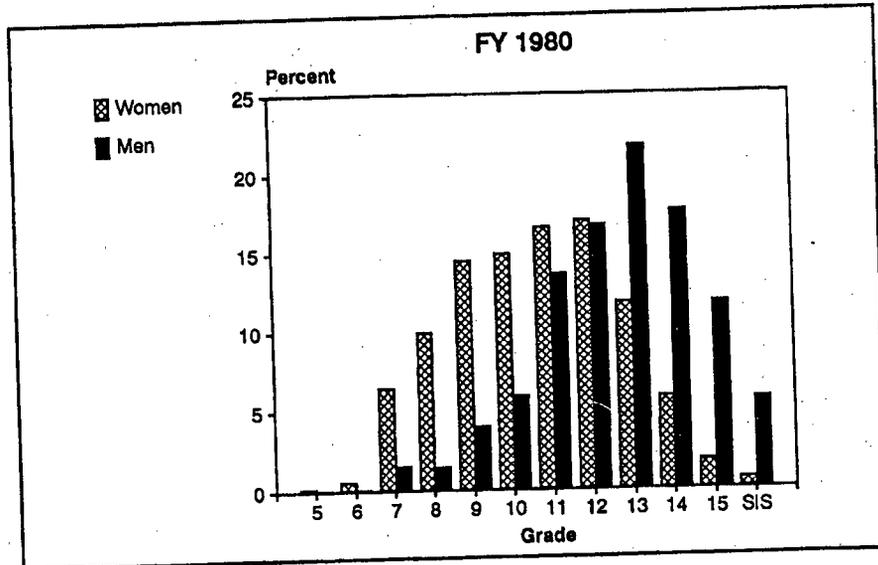
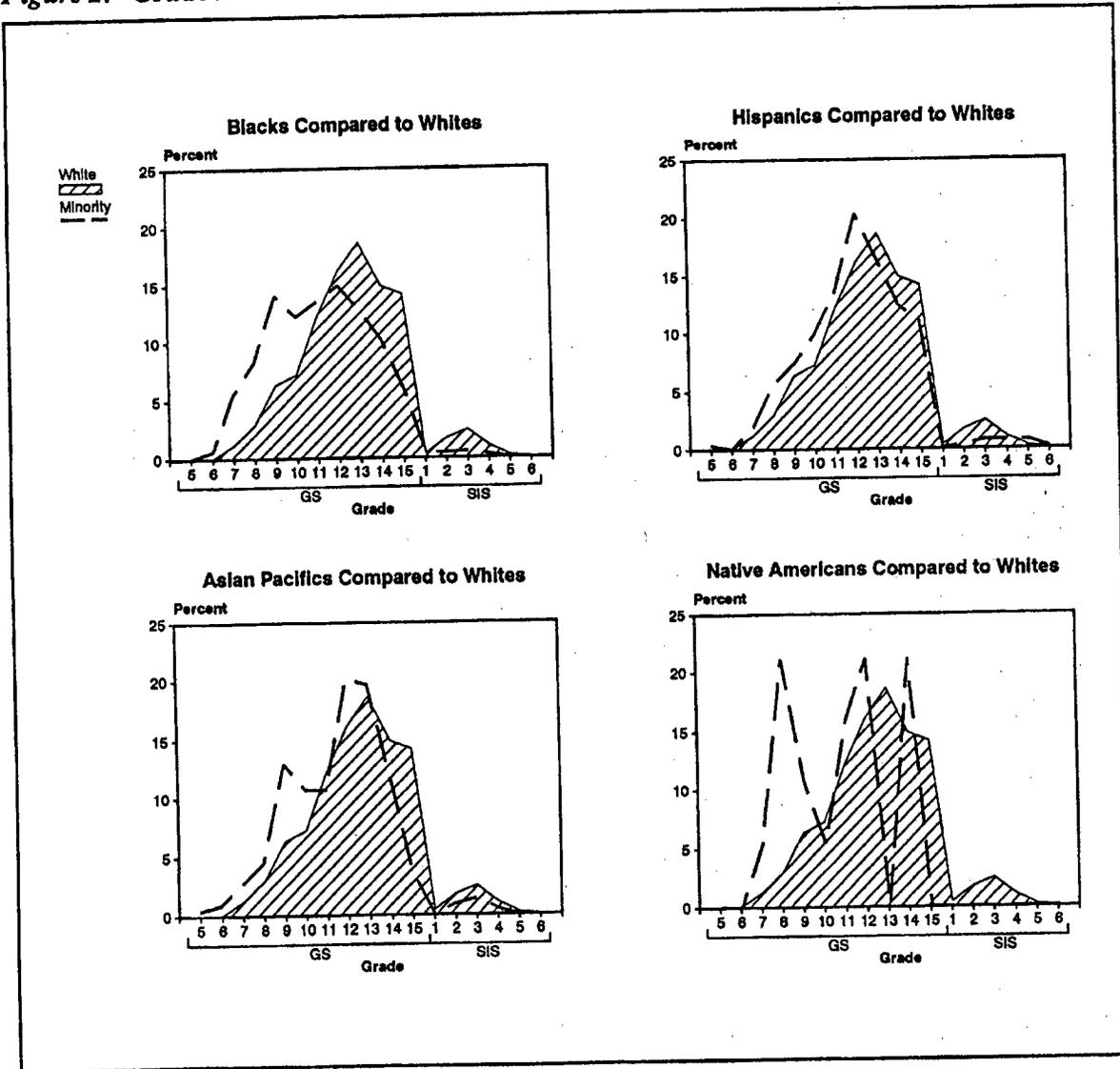


Figure 2. Grade Distribution of Professionals by Race/Ethnic Group—FY 1991



# Findings

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## Model for Success

The contractors for this report concluded from their findings that the Agency has a "model for success," defined by its own employees, against which its professional employees are measured. White men in the upper levels are perceived to fit this model for success most closely, and women and minorities who rise to these levels are perceived to demonstrate some of the same characteristics as their successful white male peers.

The top 11 officials believe that natural leaders will "bubble to the top" through their own performance, instinct, intuition, and savvy and that they will move up by taking risks, avoiding specialization, being mobile, doing an outstanding job, and establishing themselves in line positions.

In contrast, other SIS officers stressed the importance of skills that were concretely job-oriented, such as technical and interpersonal skills and speaking and writing ability. Both minority and female SIS respondents mentioned the need for networking. Female SIS respondents also felt that working long hours and getting support from their managers were very important, while minorities additionally emphasized team-building and knowledge of "the system." In particular, Asian Pacific Americans noted the importance of treating employees well.

GS-07 through GS-15 employees believe that to be successful they must receive well-written performance appraisal reports, must have a personal recommendation, and must be able to "play the game" in addition to being aggressive, putting their career first, not being afraid of making mistakes, having good communication skills, and displaying self-confidence.

## General Barriers

In an era of downsizing, Agency employees face increased competition for a limited number of higher-graded positions; thus, lack of headroom serves as a barrier to career success. Survey results indicate that the amount of headroom is an area of dissatisfaction. About half of most groups were dissatisfied with the headroom in their current jobs; a third of the Asian Pacific American and Hispanic men were dissatisfied.

**The subjectivity of the decisionmaking process for advancement and promotion** was identified as a barrier by employees across gender and racial/ethnic groups. This was supported by data from the survey indicating that many of the selection and advancement factors are subjective, and there is a lack of explicit and objective criteria to evaluate, reward, and advance employees. Successful employees, especially SIS officers, are more likely than others to believe subjectivity is a benefit.

A final general barrier was the perception that individuals see themselves as either an "insider" or an "outsider." The perception begins during the initial interview and hiring phase and continues throughout their careers, and this phenomenon pervades the Agency. Several frequently mentioned examples are: individuals being either from the "right" schools or the "wrong" schools, having the title "case officer" rather than "reports officer," and being an analyst versus having some other position. Overall, employees perceive that insiders are more likely than outsiders to "make it."

Although it is important to acknowledge these general barriers because they affect the career potential of professional employees, the specific focus of this study was to identify barriers that present *unique* problems for women and minorities.

### **Systemic Barriers to Success**

The contractors identified five systemic glass ceiling barriers that prevent employees—particularly women and minorities—from achieving the model for success: less prestigious or less visible assignments, lack of feedback and communication, stereotyping, adverse work environment, and lack of work and family policies. These barriers reflect findings in focus group discussions, interviews, and the survey; the findings are supported, wherever possible, by the quantitative data from Agency personnel databases. The barriers are consistent across Directorates. The contractors believe that these barriers keep women and minorities from competing on an equal level with white men for advancement to senior levels at the Agency.

**Assignments.** Throughout the Agency there is a strong perception that the "right" assignments—line management positions or high-visibility, overseas, or rotational assignments—potentially make or break a career. White males traditionally have been given the career-making assignments in the Agency.

The top 11 Agency executives noted that assignment to line management was the critical turning point in a typical career. Repeated assignments to staff jobs were described as "death on wheels" for women and minorities. It was also mentioned by the top 11 that women and minorities were not given opportunities for key line assignments early in their careers that would position them for good assignments later in their careers. They indicated that one possible reason for this is that women and minorities may suffer from "risk aversion"—a reluctance to try new and different tasks or jobs. It may be, however, that the organization is also suffering from risk aversion—that is, managers might be reluctant to promote women or minorities for fear that the person might fail or not do as well in the new endeavor.

When asked to identify their first important assignment, SIS employees indicated that these included both high visibility and responsibility.

White women in the SIS talked about their important assignments as "stretch" assignments, which had enabled them to establish a professional reputation and led to subsequent important assignments. SIS employees also talked about the importance of being picked for a high visibility/high responsibility job. When asked what advice they would give to a younger manager about succeeding at the Agency, all SIS employees agreed that substantive expertise, interpersonal skills, and developing networks are critical to getting key assignments.

Focus groups were asked if certain assignments were critical to career success. Out of all 53 focus groups, 35 percent cited line management as a critical assignment; 20 percent, high visibility assignments; 16 percent, overseas assignments; 16 percent, "hot" assignments; 16 percent, special assignments; and 15 percent, rotational assignments. Focus group and interview data also indicated that women might not be selected for certain assignments because of the perception that family responsibilities could interfere with their commitment to full-time work. This perception appeared to be true for women whether or not they were married or had children.

White females stressed the belief that men generally get better assignments than women and agreed with Hispanic and Asian Pacific American respondents that assignments for ethnic minorities are typically limited to specific geographic locations. The primary complaint among Hispanic respondents was that "Hispanics always get assigned to Latin America," and Asian Pacific Americans noted that they typically were given Asian-related assignments such as translation. Black males felt that they were held to a different standard in the assignment process and that criteria for assignment differed according to race. In general, white women in the DO felt that they did not get the "good" assignments.

Employees feel that they have relatively little control over receiving assignments. Between a third and a half of all survey respondents felt that they had little or no control, and 89 percent of Native Americans felt this way. In addition, about a fourth of all groups in grades GS-07 through GS-15 never asked for an assignment, except Asian Pacific American men and Hispanic women, of whom almost half had never asked for an assignment.

Survey results also indicate that "good performance" was universally seen as the most important determinant for receiving assignments. In general, women were more likely than men to view other factors, such as "potential" and "a personal recommendation," as important. This was true particularly for GS-07 through GS-15 black women and women SIS officers.

Agency data indicate that, by the time women reach the power levels within the Agency, they have held on average more positions than men. In addition, women have held a different mix of assignments than men.

For example, while 48 percent of the assignments received by DO men in the feeder group are "operations officer," only 24 percent of DO women in the feeder group have that title.

The same data analyzed by racial/ethnic group indicate that by the time blacks reach these levels within the Agency, they have held more assignments than all other groups except Native Americans, while Asian Pacific Americans have held significantly fewer assignments than whites in the "feeder group" power level.

Again, minorities hold different types of assignments than whites. Asian Pacific Americans receive more assignments that seem to draw on their language and/or culture—for example, while 17 percent of the assignments held by DI Asian Pacific Americans in the feeder group are "IO - Foreign Documents," only 0.6 percent of assignments held by DI whites in the feeder group are that title. Blacks seem to draw less advantageous positions: while 7 percent of assignments held by DS&T blacks in the feeder group are "Intel Analyst - GE," only 0.6 percent of assignments held by DS&T whites in the feeder group are that title.

***Lack of Feedback and Communication.*** Agency employees strongly believe that feedback and communication from one's supervisor are critical to good performance and achievement in that this feedback would help clarify the rules of getting ahead and give an opportunity to change behavior to enhance careers. While most employees feel that they do not receive enough performance feedback from their supervisors, women and minorities often then perceive their lack of advancement to be due to their race or gender in the absence of specific performance-related feedback.

The top 11 Agency officers, when asked to discuss the rules for advancement, reported that "feedback is essential to help make an employee competitive." SIS employees, when asked to describe the people who had taught them the most during their career and what these people had done, noted that these individuals had given them "timely and accurate feedback."

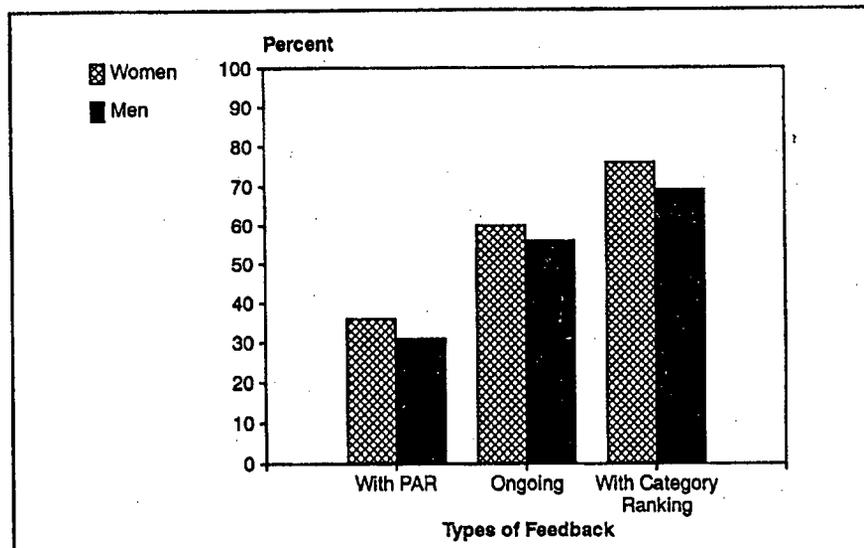
Some white male managers believe, however, that if they give negative feedback to a woman or minority, the recipient could file a complaint with the Office of Equal Employment Opportunity. In addition, female and minority SIS employees expressed the perception that white male managers are uncomfortable giving feedback to women and minority employees for fear that women will become emotional and minority employees will become confrontational. For white male managers, this discomfort might be used as a justification for giving more direct feedback to their white male employees and less direct feedback to others.

Employees in focus groups were asked whether they get sufficient feedback to improve their performance. SIS women tended to respond that

they did *not* get sufficient feedback, while SIS men tended to respond that they did. Of the focus groups conducted with employees at the GS-07 through GS-15 level, the majority (79 percent) said they did not get sufficient feedback.

Survey respondents in GS-07 through GS-15 also felt that there was not enough feedback given (figure 3). In particular, women were more likely than men to express dissatisfaction with the amount of feedback and management-employee communications. Women in each racial group were also more dissatisfied than men with career help from management.

**Figure 3. Feedback and Communication—Percentage of GS-07 Through GS-15 Survey Respondents Who Felt There Was Not Enough Feedback**



Blacks and Hispanic women were most likely to view their performance appraisal as inadequate and inaccurate. Almost half of these groups felt their Comparative Evaluation Category (category ranking or CAT) was not fair, as compared to about a third of whites, Hispanic men, and Asian Pacific American women and less than 10 percent of Asian Pacific American men and SIS officers.

**Stereotyping.** A number of stereotypes exist within the Agency concerning women and minorities that are limiting in terms of career advancement. These stereotypes present barriers in two ways: first, stereotypical assumptions can be manifested in nonselection for positions above a certain grade level or for certain jobs within a grade; second, employees may create barriers for themselves by assuming others will be prejudiced against them. For example, women and minorities might fail to take advantage of the support and mentoring of white men who would foster their full integration into Agency service.

Stereotypes were perceived by various groups as existing at the Agency. During the interviews with the top 11 Agency officers, the following perceptions of gender and racial/ethnic groups surfaced: the long hours required for success are difficult for women; women have difficulty working constructively with others on a team; and women and minorities are often reluctant to take the risks necessary to advance.

Interviewed SIS officers voiced these perceptions: women have family responsibilities, and women are both too assertive and not assertive enough. Individuals in focus groups voiced the following perceptions about women: they are in support or clerical roles, they tend to start at lower grades, they have family responsibilities, and it is seen as demeaning when a man takes a job previously held by a woman. Focus group participants also perceived that the Agency is reluctant to take risks on women because they might get married and quit or get pregnant.

Individuals in focus groups voiced the stereotype that minorities have trouble with writing and oral skills and that minorities are not good at negotiating. It is perceived that successful blacks are considered to be the exception rather than the rule, and supervisors have low expectations for black employees. In addition, Hispanics get assigned to Latin America, and Asian Pacific Americans are placed in Asian-related jobs such as translation.

Concern was expressed by some SIS interviewees and focus group participants that standards will be lowered if women and minorities (who are perceived to be less qualified than their white male peers) are promoted. This concern was based on the assumption that standards will be compromised if women and minorities are allowed to perform in jobs that have been traditionally held by white males.

One piece of survey data that supports stereotyping at the Agency is the extremely high percentage of Hispanics and foreign-born Asian Pacific Americans who reported using foreign language skills (64 percent and 51 percent, as compared with 30 percent or fewer of the other groups, including US-born Asian Pacific Americans). These data support the stereotype that some Hispanics and Asian Pacific Americans may be perceived as being capable only of doing jobs using their language skills.

**Adverse Work Environment.** A substantial number of women and minorities indicated that the working environment was uncomfortable and alienating. At a fundamental level, discomfort for women and minorities was caused by sexual/racial harassment in the immediate work environment, which creates feelings of inferiority and powerlessness in those who are harassed. The feeling of powerlessness is exacerbated by employees' fear of creating additional problems for themselves should they use the EEO system and file a complaint. The general perception is that those who complain about such behavior are most likely creating career advancement problems for themselves.

An adverse work environment establishes a conflict between those who harass and those who are harassed. Those in the dominant culture sometimes offend those not in the dominant culture ("outsiders") with slurs or jokes, leaving outsiders with an uncomfortable feeling, knowing it is counterculture to confront or discuss the issue. Usually, outsiders either play along to be accepted or avoid the person(s) who made them uncomfortable—that is, they tolerate harassment or distasteful behavior in order to be accepted.

Agency data show that the number of formal and informal complaints reported for sexual or racial harassment is remarkably small, although the incidence of sexual or racial harassment reported in the interviews, focus groups, and survey was substantial. Over 78 percent of SIS interviewees said that sexual and racial harassment affected careers at the Agency. The interviewees noted that sexual harassment can be debilitating for employees, and that it can affect employees and their attitudes.

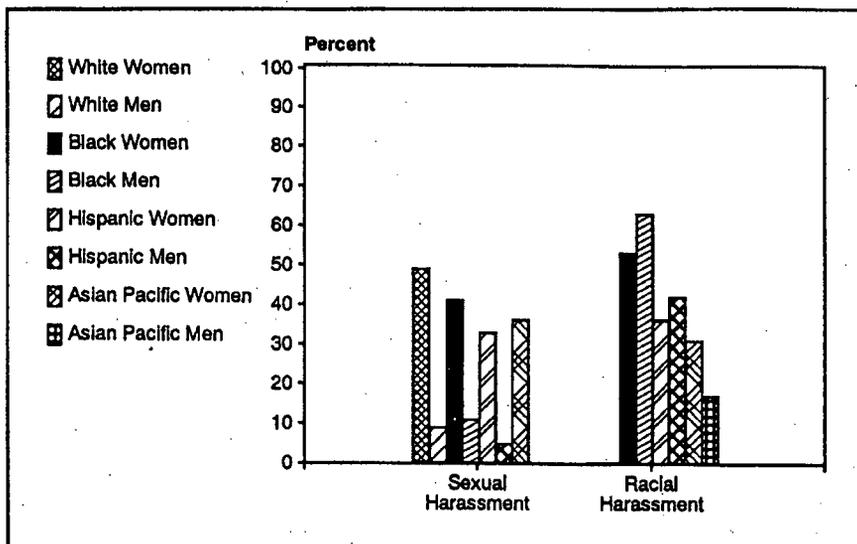
Virtually all focus groups reported the perception that racial and sexual harassment occur frequently at the Agency; women and minorities reported the most common type of harassment was the creation of a hostile work environment through insensitive or derogatory comments, jokes, signs, and posters. There is a strong perception in the Agency's culture that it is not acceptable to complain. If an employee does complain, there is a perception that no real help is available and that such complaints are harmful to one's career.

- **Sexual harassment** was defined in the glass ceiling assessment survey as "deliberate, unwelcome, and repeated unsolicited verbal comments, gestures, or physical contact of a sexual nature." Respondents were asked if they had ever been sexually harassed in the Agency and to select the unwelcome behavior(s) through a multiple-choice question.
- **Racial harassment** was defined as "pervasive behavior that creates a negative work environment or atmosphere on the basis of race, color, or national origin." Again respondents were asked to select applicable choice(s).

The survey data concerning harassment revealed that between one-third and one-half of the women in every racial group reported having experienced some sexual harassment (figure 4, page 16). The respondents reported that most of the sexual harassment took the form of remarks, with the next most common form being some sort of touching. The most common effect mentioned was making the person uncomfortable in her work environment.

Racial harassment was also felt to be prevalent, particularly by blacks (figure 4). Racial harassment almost exclusively took a verbal form (remarks and jokes). Of all racial/ethnic groups, blacks felt most affected in their careers by racial harassment. Respondents also reported being made to feel uncomfortable in their work environments.

**Figure 4. Adverse Work Environment—Percentage of GS-07 Through GS-15 Survey Respondents Reporting Sexual and Racial Harassment**



**Lack of Work and Family Policies.** Women at all levels of the Agency tend to think their career advancement is made more difficult by competing demands for time from work and family.

The perception among the top 11 Agency officers is that family responsibilities will not permit women to put in the long hours needed for success. Female SIS employees did not report that family responsibilities had been a barrier to their advancement, but some added that they had spent time on their careers at the expense of their families.

Focus group participants perceived family responsibilities to be the primary barrier to women's advancement. In addition, some women noted that they do experience work-family conflicts because of family responsibilities.

The most telling result regarding family responsibilities at the Agency is that there is a much smaller percentage of women than men with children. For example, only 33 percent of Hispanic women had children, as compared with 58 percent of Hispanic men; and only 38 percent of white SIS women have children, while 89 percent of white SIS men do.

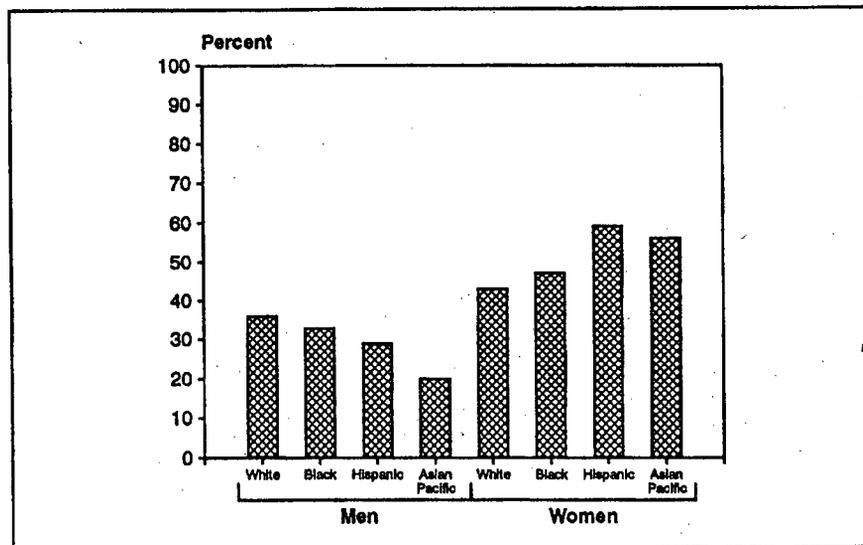
Women in every racial group were much more likely than men to report on the survey having been treated differently because of their responsibilities for children. For example, 41 percent of Asian Pacific American women with children reported that they had been treated differently because of having children, while only 7 percent of Asian Pacific American men with children reported being treated differently. In addition, women with children were more likely than men with children to report having made some career decision because of their responsibilities for

children. The most common decisions made were those of turning down a temporary or PCS assignment and restricting the number of hours they were able to work.

More women than men in every group felt that family responsibilities hindered their career (figure 5). As high as 59 percent of Hispanic women felt that family responsibilities were a hindrance or a barrier to advancement.

It is important to note that there is no consistent policy or even value judgment across the Agency in regard to work/family issues. This frustrates employees who need clearer guidelines to function more effectively and leaves managers confused as to how to handle difficult situations related to work/family issues.

**Figure 5. Percentage of GS-07 Through GS-15 Survey Respondents Who Believe Family Responsibilities Hinder Career**



## **Additional Survey Highlights**

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The survey was designed to gather perceptions and opinions about careers from a sample of employees. The information was analyzed to determine whether different groups feel differently about their career progress at the Agency. The items discussed here were found to be of interest even though they were not used to support study findings. The points that follow come from respondents in grades GS-07 through GS-15 only.

### **Career Advancement and Job Satisfaction**

- Black males tended to think that they were hired at lower grade levels than appropriate.
- Many more white women than white men tended to believe that they were hired at lower levels than appropriate.
- Having a well-written PAR was more likely to be seen as particularly important for promotion by women than by men.
- Asian Pacific American males tended to see "playing the game" as less important for promotion than others.
- Having a mentor was not seen as critical for advancement by many respondents in any group (the largest proportion was 27 percent of Hispanic women).
- In general, women were more dissatisfied with the assistance they receive regarding careers than men in their respective racial/ethnic group. White males are as likely to express dissatisfaction as black and Hispanic males, while Asian Pacific American males were less likely.

### **Assignments**

- White males and Hispanic females were least likely to believe assignments are awarded on the basis of performance or potential.
- Asian Pacific Americans were more likely than any other group to believe that a personal recommendation is necessary to receive assignments.
- Women in all groups were more likely than men to express the opinion that "politics is a major factor in how assignments are decided"; the discrepancy was particularly large among Hispanics and Asian Pacific Americans.
- Males in general were more likely than females to believe that they were "passed over for an assignment in favor of a less-qualified person."

### **Fairness of Career Panels and Opportunities for Promotion**

- Blacks (particularly men), Native Americans, and Hispanic and Asian Pacific American females were more likely than whites to view their promotion rates as slower than those of their peers.
- Asian Pacific American males were as likely as whites to view career panels as fair, while blacks were much more likely than the other groups to respond that the career panel system favors a specific group.
- Blacks, Native Americans, and Hispanic women were less likely than the other groups to believe that they had control over their promotion chances.

### **Performance Appraisal, Feedback, and Recognition**

- In general, minority females were more likely than minority males to express dissatisfaction with their performance appraisal and feedback.
- Minorities tended to be less satisfied than whites with performance appraisal and feedback.
- Asian Pacific American males were consistently least likely to be dissatisfied with performance appraisal, feedback, and recognition for good performance.
- Management and leadership courses were considered by all groups as the most important training for advancement.
- Native Americans and black and Hispanic men were much more likely than the other groups to view the career training program as important; in addition, black men were much more likely than the other groups to view senior schools as important training.
- Whites and Asian Pacific American males rated the Midcareer Course as unimportant for advancement.
- In general, the most important factors affecting selection for quota courses were good performance, high potential, and personal recommendation. Hispanic women, however, viewed "politics" as the most important factor.

### **Racial and Sexual Harassment**

- Almost 50 percent of all white women reported experiencing sexual harassment at the Agency. Men in general reported little sexual harassment—black men, 11 percent, and white men, 9 percent.
- More than 50 percent of all black respondents reported racial harassment at the Agency; one-third of Hispanics and Native Americans reported harassment; Asian Pacific Americans in general were least likely to report racial harassment at the Agency.

## Issues Specific to Gender/Racial/Ethnic Groups

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Many issues surfaced throughout the interviews, focus groups, and survey that pertain to particular gender/racial/ethnic groups. While some of these have already been discussed in the context of the glass ceiling barriers, it is important to document the full range of concerns of the various groups.

### White Women

A significant issue was the dilemma white women often experience in communicating with their male counterparts. They report having to walk a fine line between the cultural directives of "speak out more frequently" and "don't be pushy or confrontational"—that is, the fine line between being seen as not assertive enough and being seen as too assertive or aggressive. White women also report having to say things in an unemotional way, because being labeled as "too emotional" will significantly damage their careers.

Another important issue is their feeling that there is a clear cultural imperative at the Agency not to complain but to "fit in" as much as possible. White women specifically felt they were visible and that incidents such as sexual harassment had to be tolerated. They commented that they had to modify their behavior to fit into the white male culture (for example, by laughing at jokes or disparaging remarks about women or minorities). In addition, white women felt relatively powerless regarding certain aspects of their own careers: 49 percent reported little or no control over the assignments they received, and 57 percent reported little or no control over their CAT rankings.

All women to some extent, and especially white women, consistently expressed frustration that those who hold nonline positions for an extended time are deemed second-class citizens by the organization, although the women in staff positions feel they make a substantial contribution to the Agency's mission. Some women did note a successful experience with staff jobs as a stepping stone to line positions.

White women had mixed reactions to the Agency's multicultural efforts. Many felt that they were long overdue and offered the Agency the opportunity to recognize superior performance from women and minorities, who will excel if given the chance. However, a few white women expressed the feeling that the recent multicultural efforts have hindered the Agency's ability to demand superior performance from minority groups. Some felt that minorities were promoted simply to provide a "quick fix" to traditional inequity. Although in general they agreed with

the concept of workplace equality, they feared the Agency might be moving too fast.

## White Men

One issue of concern to all white men was headroom. Although this was an issue concerning all employees at the Agency, it was expressed more frequently among white men because more are represented at the higher levels of the Agency than any other group. Survey responses indicated that a higher proportion of white men were dissatisfied with the promotion chances of their current job (47 percent) than were dissatisfied with their career promotion rate (35 percent); this discrepancy was larger than any other group's responses on the same items.

This was the only issue, however, on which white men reached consensus. White men at the Agency are divided regarding their overall impressions of glass-ceiling and multicultural issues. Essentially they fall into three groups:

- The first group consists of men who are slightly older than average and have worked at the Agency for many years. These men feel a profound sense of loyalty and commitment to the Agency and have internalized its culture. They feel concern about the Agency's shifting values. It is almost as if they see efforts to work more effectively with all people as mutually exclusive from the primary goal of the Agency to get its work done.
- The second group of white males views multiculturalism as a positive step, although they are concerned that the effort may be "pushed through too fast." These employees are primarily in grades GS-07 through GS-15 with the goal of SIS. Although they agree that the Agency's multicultural efforts are positive steps, they see competition increasing as more women and minorities compete for the same jobs. The younger men also tend to face some of the same barriers as women and minorities—for example, family responsibilities.
- There is a third category of white men—from GS-12 through SIS—who strongly support the multicultural effort. They have championed this cause with financial resources and the sponsorship of women and minorities. All groups indicated, however, that standards should not be compromised when giving opportunities to women and minorities.

Survey results comparing white men in GS-07 through GS-11 with white men in GS-12 through GS-15 support these findings. When asked whether they had lost an assignment to someone who was less qualified, 55 percent of the GS-12 through GS-15 group said "yes," while 23 percent of the GS-07 through GS-11 group responded similarly. In addition, 42 percent of the GS-12 through GS-15 group felt their rate of promotion was *slower* than their peers, in contrast with only 23 percent of the GS-07 through GS-11 group.

## **Black Women**

The most important issue facing black women is comprised of their feelings of isolation, alienation, and powerlessness. These women felt the furthest away from "fitting in" to the culture and expressed that they felt invisible. Black women's survey responses repeatedly showed them to be extremely dissatisfied and unhappy with the system. Black women were second only to Native Americans (of whom there were only nine survey respondents) in expressing the view that they were not satisfied with their chances for promotion and that they felt little or no control over the assignments they were given.

Black women, more than any other group, seemed genuinely appreciative of the opportunity to get together with one another in focus groups and share their experiences. In addition, black women at senior management levels take more seriously than other groups their responsibility to be a role model for members of their own group.

Black women felt that stereotyping was their most serious obstacle to overcome. They perceived that managers expect them to be "marginal performers" and to be in lower-level positions, such as secretaries, and that when they do excel it is seen as an exception. They also believed that white managers in general were uncomfortable when working with them and were apprehensive about giving them feedback.

## **Black Men**

The most important issue raised by black men was their feeling that they have to adapt their personal style to reflect their view of the successful white male. Specifically, they noted that it was important for black men not to be confrontational around whites and to try not to "stand out." Black men also described it as their responsibility to help whites feel comfortable around them and shared the perception that they needed to mix with white groups in order to be successful. However, more black men than any other group reported having been involved in incidents of racial harassment.

Many black men mentioned performing to the level of or better than their counterparts and not being recognized for their contribution. They perceived that their white peers were promoted before they were, even when they had worked closely together and performed comparably. Black men, more than any other group, viewed their promotion rate as being slower than their peers (68 percent) and felt their category ranking was unfair (53 percent of those who knew their category ranking).

Black male focus group participants from grades GS-07 through GS-11, in particular, were very dissatisfied with the Agency's career support systems. They indicated that, although they had been actively recruited by the Agency, the Agency had failed to provide any ongoing career support. On the other hand, black men in the GS-12 through GS-15 focus groups felt better assimilated into the Agency culture.

Black men who are moving up in the organization expressed a strong desire to create a network at the SIS level to serve as role models and mentors for other blacks in the organization.

### **Hispanic Women**

Although Hispanic women did not express as strong feelings of isolation and alienation as black women, their survey responses showed them to be even more dissatisfied with certain aspects of the Agency and to feel even more powerless. Hispanic women were more dissatisfied with the control they felt over their career than any other group (61 percent were dissatisfied as compared with 39 percent of white women). More than any other group except Native Americans, Hispanic women expressed dissatisfaction with the performance recognition they received and expressed feeling little or no control over their promotion chances or their category ranking. In particular, Hispanic women were most likely to be dissatisfied with management's assistance in career development.

In contrast with these feelings of dissatisfaction, Hispanic women were most likely both to aspire to be supervisors (88 percent) and to predict they will become supervisors (88 percent), even though they currently had one of the lowest rates of supervisor representation (only 21 percent).

### **Hispanic Men**

Hispanic men tended to believe it was necessary to actively manage their own careers. They felt that an important component of this is to develop and utilize networks and mentors (or "patrons"). They noted that their ability to obtain assignments in different areas, which they felt to be a critical factor for advancement, was hindered by the Agency's practice of "assigning Hispanics to Latin America." Hispanic men's survey responses indicated a middle ground in terms of satisfaction and advancement prospects. Notably, however, they typically expressed greater satisfaction than Hispanic women.

Hispanic focus groups indicated that Hispanic employees were more successful to the extent that they looked and acted "white." This is supported by the survey responses of the Hispanic men, which indicated much more satisfaction with the system than black men. In addition, the survey responses indicated that Hispanics (both men and women) who were not native English-speakers were more hindered in their career development because of their oral and writing skills.

### **Asian-Pacific Americans**

Asian-Pacific Americans consistently appeared to be the most satisfied group in their survey responses (more so even than whites on some items), the men more so than the women. But they also have the highest five-year attrition rate of all groups. Thus, it is likely that the Asian culture leads them to leave the Agency rather than express dissatisfaction.

Although Asian-Pacific American men responded with some of the lowest rates of dissatisfaction on the survey, it is clear they do perceive several barriers. For example, 33 percent of them are dissatisfied with their control over their careers, and 60 percent feel there is not enough feedback with their Category Ranking. In addition, 60 percent believe it is important to have a mentor, but only 30 percent actually have one.

Asian-Pacific American focus group respondents expressed the view that the price of advancement was having to shed one's culture and become a "counterfeit white." Specifically, they indicated that some Asian cultures emphasize group participation and "getting along." Asian-Pacific Americans also noted that their orientation toward teamwork and the high value they place on loyalty might work to their disadvantage at the Agency, in which mobility is important for advancement. Agency data support this lack of mobility; Asian-Pacific Americans changed Directorates at a much lower rate than other groups.

Another important issue is that Asian-Pacific Americans tend to downplay their individual accomplishments and, because they are reserved, may not be perceived as leaders. They argued that, because Asian-Pacific Americans do not "self promote," they were more likely to have to "prove" themselves.

Foreign-born Asian-Pacific Americans seemed more likely than those born in the United States to express dissatisfaction with their promotion rate and to view their Category Ranking as unfair. In addition, fewer foreign-born Asian-Pacific Americans are in supervisory positions or aspire to be supervisors.

## **Native Americans**

Native Americans constituted the smallest minority group at the Agency and tended to express the sentiment that they are "invisible" and have little influence in the Agency. Although there were only nine Native American survey respondents, they were consistently among the most dissatisfied and powerless group. For example, Native Americans were most likely to indicate dissatisfaction with their career promotion rate (78 percent) and the amount of recognition they receive for individual accomplishments (56 percent). They were also the group most likely to feel little or no control over a number of career factors, such as assignments (89 percent), category ranking (89 percent), and promotion chances (78 percent).

In focus groups, Native Americans reported often feeling on the outside while the "rising stars" were on the inside track. They expressed dissatisfaction with their supervisors specifically for not mentoring them or providing them with the feedback necessary to advance in the organization.

## Findings Based on Personnel Databases

### Group Representation—FY 1980-90

Women showed a steady increase over the decade and made up 38 percent of the total professional work force in FY 1990 (figure 6, page 28). The minority work force had grown slightly by FY 1990 to just over 10 percent of total professional work force (figure 7, page 28). In FY 1990 blacks made up over 60 percent of the minority professionals. Asian Pacific Americans—30 percent of minority professionals in FY 1980—decreased to 17 percent in FY 1990. Figure 8 on page 29 shows minority professionals by group.

### Professionals in Each Group

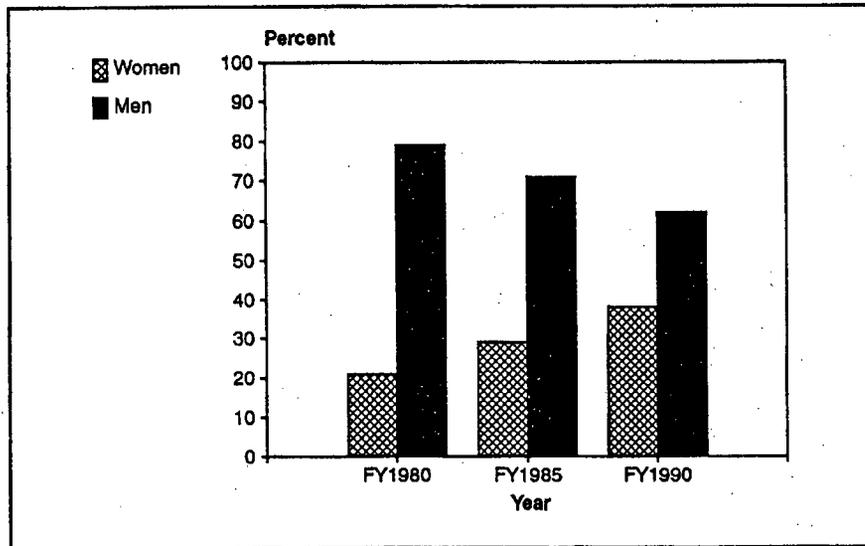
The proportions of women and black professionals increased from FY 1980 to FY 1990; however, blacks still have the lowest percentage of employees in the professional ranks, with an average of 36 percent for the three years examined. Asian Pacific Americans have the highest percentage of professionals but show a slight decrease over the decade.

Percentage of Employees in Each Group Who Are Professional				
	FY 1980	FY 1985	FY 1990	Three-Year Average
Women	35	45	64	48
Men	74	77	82	78
White	64	67	78	70
Black	30	32	47	36
Hispanic	73	74	78	75
Asian	93	88	87	89

### Median Grades for Women and Minorities

The median grade for female professionals was GS-11 for FY 1980, FY 1985, and FY 1990, as compared with GS-13 for male professionals. SIS females doubled in percentage in FY 1990 but still made up only 1 percent of female professionals. The median grades improved for blacks and Hispanics from GS-11 in FY 1980 to GS-12 in FY 1985 and FY 1990 but decreased for Asian-Pacific Americans from GS-13 in FY 1985 to GS-12 in FY 1990. All minority SIS percentages have slightly increased over the 10-year period.

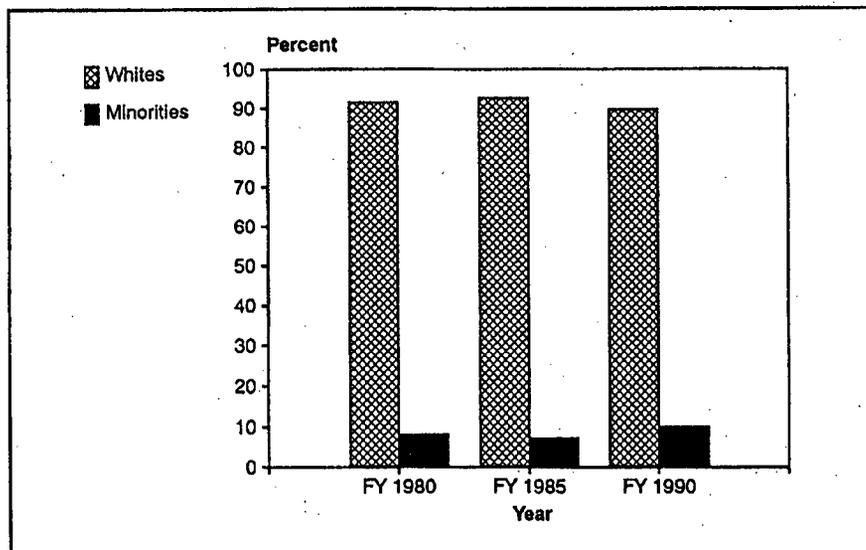
**Figure 6. Proportion of Female Professionals, FY 1980 to FY 1990**



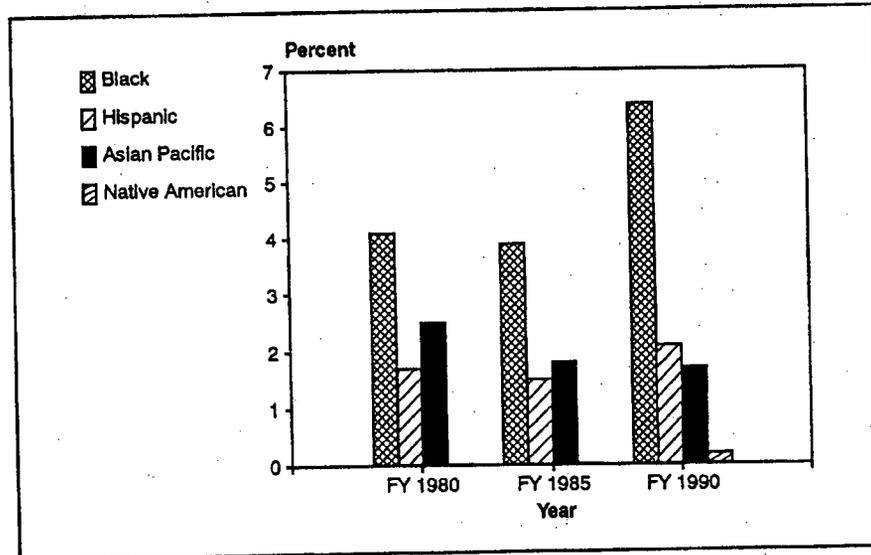
**Promotions—FY 1980, FY 1985, FY 1990**

**Promotions Received by Women and Minority Professionals.** Women received more promotions than males in all three years. For example, female professionals received 45 percent of promotions in FY 1990, although they comprised only 38 percent of the professional work force; however, their median promotion grade was GS-09 in FY 1990 and also FY 1985. The median grade increased to GS-10 in FY 1990. This compares with GS-11 median grade for males in all three years. Promotions for blacks and Hispanics were proportional to their overall makeup of the professional work force, but Asian Pacific Americans received fewer promotions.

**Figure 7. Proportion of Minority Professionals, FY 1980 to FY 1990**



**Figure 8. Proportions of Black, Hispanic, Asian Pacific American, and Native American Professionals, FY 1980 to FY 1990**



**Average Months in Grade Before Promotion.** Women professionals were promoted more rapidly after FY 1980 but still lag men. The average number of months spent in GS-13, GS-14, and GS-15 for women, however, was less than men at the same grade level by approximately 10 months in FY 1985 and FY 1990. Hispanic professionals averaged the fewest months in GS-08 to GS-12 grade levels when compared with whites, blacks, and Asian Pacific Americans in all three years. The opposite is true for Asian Pacific American professionals, who averaged the most months at the same grade level.

**Differences in Promotion Rates by Race and Sex**

OIR's Methodology Center statisticians studied the promotion rates for two groups of Agency professional employees: one group from 1980 through 1990 and one from 1985 to 1990. They found that men averaged more promotions than women during both periods and that whites averaged more promotions than minorities from 1985 to 1990 when starting grade was taken into account. (Note: It is possible that there just were not enough minority professionals from 1980 to 1990 to detect a difference over that period.) Finally, on top of the Agency-wide difference in promotions between men and women, there was an additional gap in men's favor in the DO career service.

**Age-Related Differences by Sex, 1980 to 1990.** The mean number of promotions received by all professionals from the end of FY 1980 to the end of FY 1990 was 2.48. Men averaged more promotions than women during this period, and the number of promotions differed by age. For example, in comparing groups of 22-year-old men and women with the same grade in FY 1980, the men averaged 0.44 more promotions over

the next 10 years. Thirty-year-old men in FY 1980 averaged 0.2 more promotions over the next decade than women of comparable age and grade. Considering the average number of promotions during the period (2.48), these are not trivial differences. The regression model also revealed differences by career service. During this period, those in the DA and DS&T career services averaged slightly more promotions than those in the DO and DI career services.

**Differences by Race, 1985 to 1990.** The number of professionals in the Agency from 1985 through 1990 is larger than from 1980 through 1990 and includes significantly more minorities. The increase in minorities made it easier to detect differences by race and to identify differences among the career services. The mean number of promotions received by all professionals from the end of FY 1985 to the end of FY 1990 was 1.58. The tabulation below lists the average gap in the number of promotions between whites and minorities of the same age and grade in FY 1980. A positive number means whites averaged more promotions.

Career Service	Promotions— Average Difference by Race
R (DS&T)	0.23
M (DA)	0.21
D (DO)	0.12
I (DI)	-0.05

There is essentially no difference by race in the DI; the differences in the other career services are not trivial, considering the mean number of promotions (1.58).

**Differences by Sex, Especially in the DO, 1985 to 1990.** As with the 1980 to 1990 model, average differences by sex were age related from 1985 to 1990. Men who were 27 in 1990 averaged 0.26 more promotions from 1985 to 1990 than women with the same 1985 grade and age; 40-year-old men averaged 0.13 more promotions. On top of this difference, men in the DO career service averaged 0.23 more promotions than women of the same age and 1985 grade during the period—the only career service that had this type of difference.

**Differences Among Career Services, 1985 to 1990.** There were slight differences in average numbers of promotions by career service for the period 1985-90. Those in the DI received slightly more promotions on average than the others; those in the DA and DS&T were in the middle; those in the DO career service averaged fewest. (Note: As mentioned previously, however, being male in the DO compensated for this difference.)

**Attrition and Mobility**

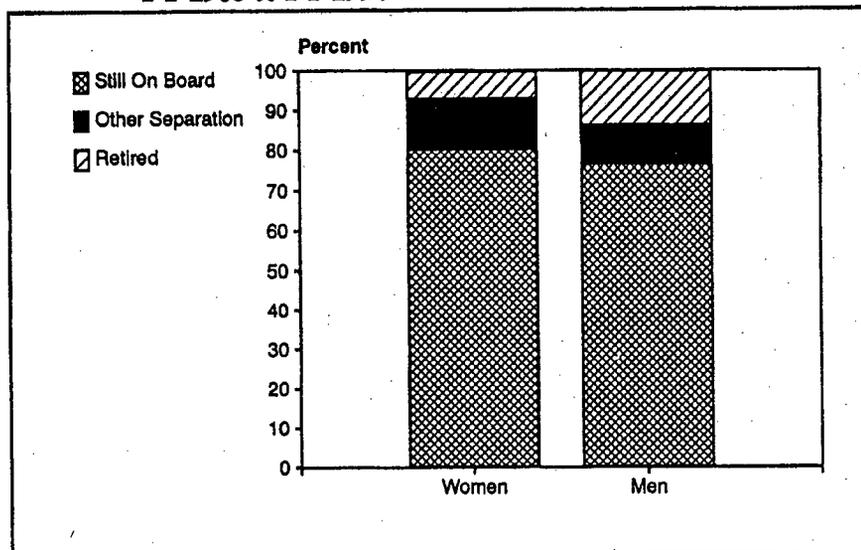
Two groups were studied to determine trends in attrition and mobility among minority and women professionals. The 1980 group was reexamined in 1985 and 1990, and the 1985 group was followed up in 1990.

**Attrition**

**The Difference in Attrition Rates Between Men and Women Is Rather Small.** Contrary to the general belief that women are much more likely to leave the Agency than men, 10 percent of the men and 13 percent of the women who were here at the end of FY 1985 left over the next five years. When retirements are included, men left in higher numbers than women: 23 percent of the men and 20 percent of the women left between FY 1985 and FY 1990. (These figures are for full-time permanent employees charged against the Agency ceiling.) See figure 9.

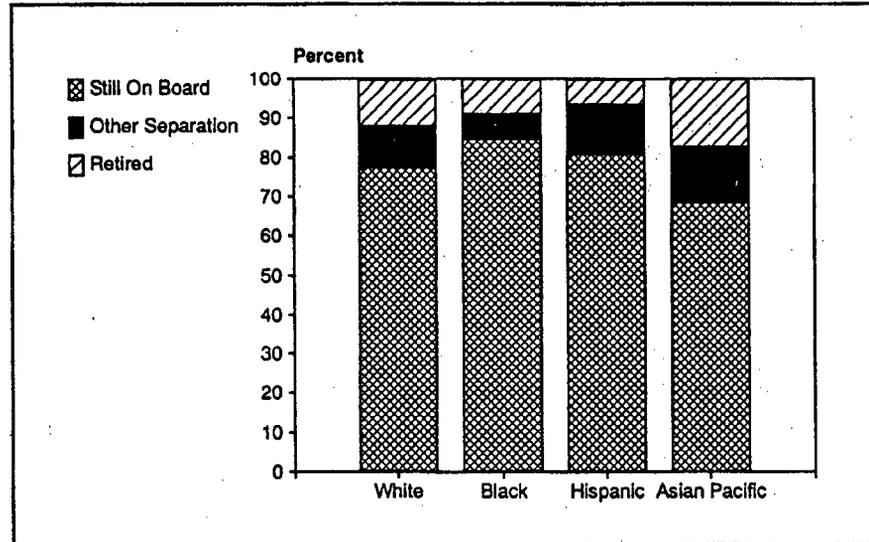
**Analysis of Nonretirement Attrition Rates by Race Showed That Asian Pacific Americans and Hispanics Have Significantly Higher Five-Year Attrition Rates Than Whites. Blacks Have Significantly Lower Rates Than Whites.** The five-year average attrition rate for Asian Pacific Americans is 14 percent, as compared with 6, 13, and 11 percent for blacks, Hispanics, and whites respectively. See figure 10 on page 32.

**Figure 9. Retirements and Other Separations by Gender, FY 1985 to FY 1990**



**Attrition Rates by Career Service.** Two five-year attrition rates (1980-85 and 1985-90) and one 10-year attrition rate (1980-90) were examined. (These included retirements.) Both five-year attrition rates are the same in all Directorates. Regarding the 10-year attrition rate, the DO has the highest with 54 percent, and the DI has the lowest with 38 percent. Hispanic professionals have both the highest five-year and 10-year average attrition rates in the DO. Asian Pacific Americans have the highest attrition rates in the DS&T.

**Figure 10. Retirements and Other Separations by Race, FY 1985 to FY 1990**



### Mobility

The mobility rate is defined as the proportion of each group who had switched Directorates between 1980 and 1985, between 1985 and 1990, or between 1980 and 1990. (The mobility rate does not include those who have left the Agency during those years.)

***The Difference Between Men and Women Is Insignificant.*** Twenty percent of men and women in the 1980 group switched Directorates by 1985. Analysis of the same group in 1990 shows that 26 percent of men and 27 percent of women switched Directorates. Twenty percent of men and 22 percent of women in the 1985 group switched by 1990.

***Asian Pacific Americans Have a Significantly Lower Mobility Rate and Blacks Have a Significantly Higher Rate Than Whites.*** With the 1980 group, 7 percent of Asian Pacific Americans switched Directorates by 1990, compared with 28 percent for blacks and 26 percent for Hispanics and whites. In the 1985 group, only 7 percent of Asian Pacific Americans switched Directorates by 1990, compared with 23, 16, and 21 percent for blacks, Hispanics, and whites respectively.

***Mobility Rates by Career Service (Home Directorate).*** Interdirectorate mobility rates were examined during the same periods (1980-85 and 1985-90). Interdirectorate moves occurred most frequently in the DA and DI. Mobility rates could not be compared by race because of the small number of minority professionals who switched home Directorates during these periods.

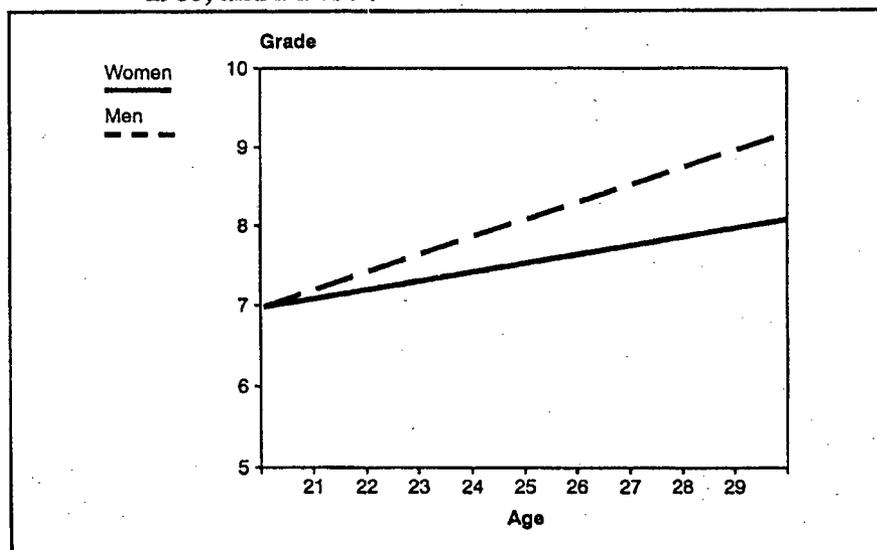
### Grade at EOD

**Differences by Sex But None Recently by Race.** OIR's Methodology Center researchers studied grades assigned at EOD in 1980, 1985, and 1990. They found that in 1980 whites averaged 0.6 grades higher than minorities with the same degree and the same age. There were no differences by race in 1985 or 1990. Differences between men and women widened with age; there was no advantage for 22-year-old male EODs compared to 22-year-old female EODs with the same degree, but by age 30 the difference was an entire grade or more—even in 1990 (figure 11).

Additional research would have to be done to find out why there has been an entry-level grade difference between certain groups. Each file would need to be examined manually because information that would explain this difference is not included in Agency personnel electronic databases. There was no evidence that these differences by race and sex varied by career service. It is worth noting that the regression model indicated that in 1980 minority women lost out twice—once for their race and once for their sex.

As in 1980, in 1985 there were no differences by career service and no age-related differences in average grade at EOD between men and women with the same degree. At 22, women actually averaged one-quarter grade higher than men. Men and women were about even at age 24, and men averaged 0.5 grade higher at age 30 than women with the same degree. The study detected no significant difference by race, but there were few minorities hired in 1985 and even fewer (only 16) who made it into the regression model. If differences in EOD grade by race existed in 1985, there were too few minorities in the study to display them.

**Figure 11. Differences in Grades Assigned to Professional Male and Female EODs with Bachelor's Degrees—FY 1980, FY 1985, and FY 1990**



Among EODs in 1990 with bachelor's degrees, there were differences by sex and by career service but no statistically significant differences by race. Unlike the situation in 1985, this lack of significance cannot be attributed to too few minorities in the regression model—it is probably due to a real lack of differences by race. The tabulation below shows the variation in EOD grade between men and women of age 30 with bachelor's degrees. In each case, the average for men was higher.

Career Service	Grade Difference at Age 30
D (DO)	1.1
I (DI)	1.2
M (DA)	1.1
R (DS&T)	0.7

#### **Women and Minorities in Power Positions**

The study examined the Agency's senior power levels—occupied mainly by SIS officers—to determine who occupied those positions and what characteristics the individuals possessed. The study also identified GS-12 through GS-15 feeder positions for the power levels.

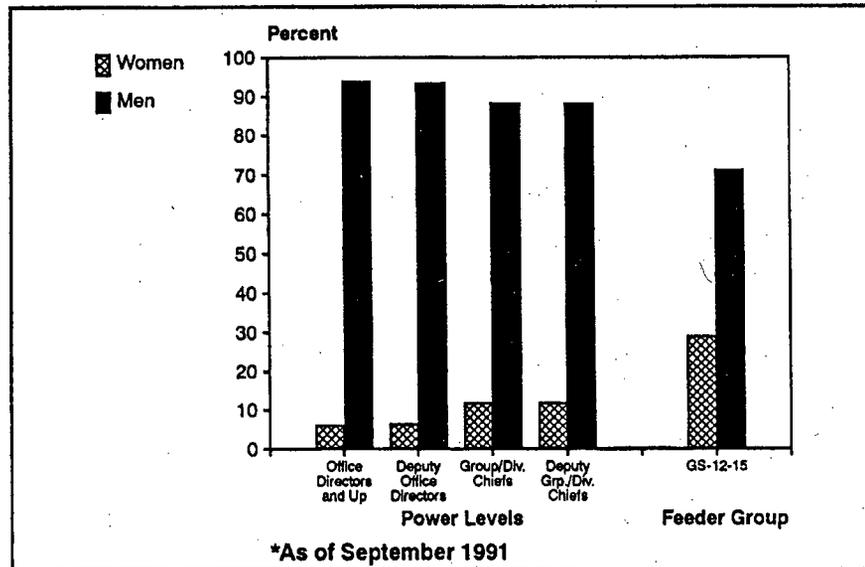
**Representation.** About 90 percent of the power positions were occupied by white males. This contrasts with the fact that about 40 percent of all Agency professionals are women (figure 12, page 35). Moreover, while the future may look brighter, the fact is that men occupy 70 percent of the feeder positions.

Minority groups have little representation in the top power structure of the Agency (figure 13, page 35). Blacks occupy less than 2 percent of the top four power levels. The same is true of the other minority groups. With regard to the feeder positions, all minority groups are considerably underrepresented, although the situation has improved slowly over time.

**Education.** It is not clear that educational achievement above that required to gain entry into the Agency has any effect on advancement to the power levels. Typically, individuals occupying power levels have at least a bachelor's degree and about half possess an advanced degree.

In feeder group positions, men tend to have a statistically significant higher level of education than women. A note of caution is necessary, however, since educational data below the SIS levels may not be complete or up to date.

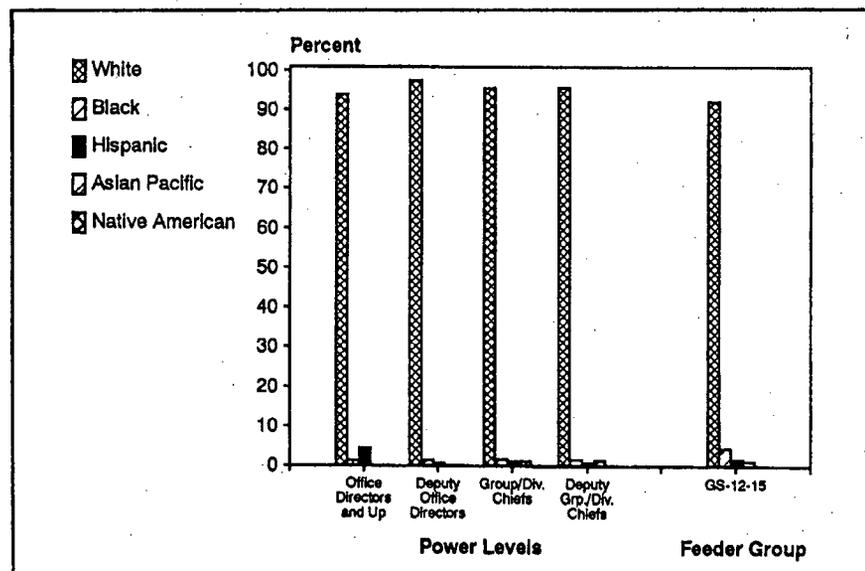
**Figure 12. Percentage of Power-Level Positions Held by Women and Men (as of September 1991)**



**Time in Grade.** In general, as of 30 September 1990, women in power positions have significantly shorter average time in their current grade. The same is true of women in feeder group positions.

There is no statistically significant difference regarding mean time in previous grade between men and women in power positions. But women in feeder group positions had significantly shorter mean time in previous grade than men.

**Figure 13. Percentage of Power-Level Positions Held by Minorities and Whites (as of September 1991).**



The small number of minority officers in power positions does not permit statistically valid generalizations about their time in current or previous grade. But, in the feeder groups, analysis showed that blacks, Hispanics, and Asian Pacific Americans have spent significantly shorter times in their current grade. No significant differences exist among the groups, including whites, with regard to average time in previous grade.

**Key Assignments.** Past assignment histories of those in the power levels and in the feeder group were examined to determine if "key assignments" could be identified directly from database records and if differences in quality or quantity of those assignments existed between gender or ethnic groups. It was found that assignment titles in the database records were probably too broad to specifically identify individual assignments critical to career progression (for example, "operations officer" assignments in the DO can be more or less career enhancing depending on the specific tasks). Still, looking at general categories of assignments yields information that differences do exist between gender and ethnic groups that may, in part, explain career progression variances.

For example, there are indications that DO and DI assignments have been, and still may be, important in the career progression process to senior management—the assumption being that assignments in areas directly relating to the Agency's mission have more relative value than do assignments in other areas.

One manifestation of this idea—the role of line versus staff assignment on career progression—could not be tested, as data on operational authority and budgetary control could not be firmly and consistently tied to power level. Further study to determine the contribution assignments in operational areas (DO, DI, or line assignments) might have on careers within the Agency would be necessary before being able to conclude that groups that historically had not been given these kinds of assignments in great numbers—that is, women and minorities—have been affected negatively.

Numerically, in several of the power levels and in the feeder group, women have had more assignments, on the average, than have their male counterparts. Minorities likewise have had significantly more assignments than whites. This says nothing about the relative quality of these assignments nor whether having more assignments is "good" or "bad." Why women and minorities would have had more assignments is not known.

**Time to GS-12.** To ascertain whether women and minorities progress at similar speeds as men, the time from EOD until promotion to GS-12 was calculated.

Males in power positions appear to have moved much more quickly to GS-12 than their female counterparts. It may be that women advance more slowly or that they began at lower grades.

With regard to minorities, the number was too small to generalize about minorities in power positions, but blacks in feeder groups spent a significantly longer average time from starting with the Agency until GS-12 when compared to whites, Hispanics, and Asian Pacific Americans.

## Recommendations

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Organizational barriers to success for any group of employees are a detriment to the Agency mission. It is important that these barriers be addressed in visible ways that communicate the Agency's commitment to change. The Agency is already aware of some of the barriers to career advancement for women and minorities and has begun to address them through training and other efforts. It is important that the Agency continue these efforts, enhance them, and ensure that the results are communicated to all employees. Many employees raised concerns and questions about the Glass Ceiling Study. Some employees were very optimistic that the Agency would use the study in a positive way, while others believed that it would be "business as usual."

### Overall Recommendation

**The overall recommendation, intended to enhance the credibility of the study and obtain maximum results from this significant effort, is that the Executive Committee (EXCOM) take primary responsibility for implementing the recommendations of the study and that in doing this:**

- Use the multicultural and gender groups already established as resources to help with the implementation plan.
- Develop a communication strategy to reinforce with employees the "strength through diversity" concept behind the Glass Ceiling Study initiatives.
- Authorize a followup study in three to five years to evaluate progress and implementation of the study recommendations.

***Recommendation 1:* That the EXCOM examine the career assignment process in the Agency and set up a system that ensures fair representation of women and minorities at all organizational levels.**

**More specifically:**

- Identify key line and staff positions, determine who occupies these positions, and use this information as a baseline for measuring assignment progress for specific groups.
- Establish a process to ensure that women and minorities are systematically considered for key assignments, particularly in line positions, early in their careers.
- Establish a tracking system to monitor the results of the process.
- Ensure that career-related panels have clear, consistent, and objective criteria for promotions and assignments and ensure these are communicated to all employees.
- Develop an Agency-wide assessment process to identify early the career potential of all employees, particularly women and minorities.

- Develop a training and development program to enhance the advancement potential of women and minorities.

***Recommendation 2: That the EXCOM pursue more effective feedback and communication policies and practices:***

- Ensure that there is a mechanism to give employees performance feedback and that supervisors are held accountable for doing this consistently.
- Ensure that employees are given information about factors that affect advancement and about what the Agency and its employees can do to enhance career advancement and that this be done regularly and on an equal basis.
- Ensure that supervisors are effectively trained to provide both positive and negative feedback and coaching to a culturally diverse work force.
- Enhance the annual performance review by an Agency-wide process that uses advance work plans.
- Provide consistent feedback to all employees on their Comparative Evaluation Rankings.
- Explore ways to improve and expand the Agency's rewards systems—including rewards for effective teamwork—particularly for employees below the SIS levels.
- Acknowledge and demonstrate management's commitment to the mentoring process.

***Recommendation 3: That the EXCOM address group stereotyping by enhancing awareness through cultural and gender issues training, and that, at the very least, [the EXCOM] assess the effectiveness of the multicultural and gender awareness training currently given in the Directorates:***

- Assess the effectiveness of multicultural and gender awareness training currently given in the Directorates.
- After the assessment, sponsor separate and distinct training courses on multicultural and gender-related issues and extend the training throughout the Agency.
- Make more concerted efforts to prepare, place, and support women and minorities in visible positions of leadership and management.

***Recommendation 4: That the EXCOM examine current policies on racial and sexual harassment to determine if changes are necessary, evaluate the effectiveness and appropriateness of existing racial and sexual harassment training programs, and make managers aware of the pervasive fear that employees have regarding filing grievances and making complaints without reprisal:***

- Accelerate the amount of management training on these issues and monitor on a continuing basis employees' perceptions of whether the work environment has improved as a result of the training. Train managers to

handle complaints effectively by dealing with misunderstandings, misperceptions, and harassment issues at their level and/or within their own chain of command in an appropriate and fair manner.

- Delineate managerial responsibility to ensure that the policies and procedures regarding handling sexual and racial harassment are clearly understood and implemented.
- Expand training programs on sexual and racial harassment to include all employees. The training should address what employees and the organization can do to create a work environment that is free from harassment.
- Encourage managers to follow the Agency's policy that explicitly states that reprisal is as unlawful and as unacceptable as the harassment that led to the complaint.

***Recommendation 5:*** That the EXCOM communicate to employees the Agency's commitment to work and family policies that are consistent with an increasingly diverse work force; develop additional policies as appropriate; and communicate through training and other means the flexibility that managers have regarding the approval of parental leave, sick child leave, flexible working hours, job sharing, and part-time schedules:

- Communicate to employees the Agency's commitment to work/family policies, for example, by communicating to all supervisory employees that "a sick child" is as acceptable an excuse for tardiness as "a broken car." There is a firmly entrenched belief at the Agency that this is not so.
- Develop work/family policies that are consistent with this commitment (that is, policies regarding family/parental leave, sick child leave, maternity/paternity leave, flexible working hours, and part-time as well as full-time permanent career positions).
- Track attrition rates as well as longitudinal data to assure that these policies achieve their goals and that they are affecting the work force in a positive way.
- Conduct an internal study to determine why employees who leave the Agency for another employer selected that organization. This will allow the Agency to determine whether employees leave the Agency to work for organizations with proactive work/family policies.